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Price, George Moses

Ten years of industrial sanitary self control

[New York]

[1921]

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1911 1921

TEN YEARS

of

Industrial Sanitary Self Control

Tenth Annual Report

of the

Joint Board *of* Sanitary Control

in the

CLOAK, SUIT and SKIRT

and

DRESS and WAIST INDUSTRIES

New York

By

GEORGE M. PRICE, M. D.
Director

UNION HEALTH CENTER BUILDING
131 East 17th Street

1921

JOINT BOARD OF SANITARY CONTROL

DR. WILLIAM JAY SCHIEFFELIN, *Chairman*
DR. HENRY MOSKOWITZ, *Secretary*
LILLIAN D. WALD, *Chairman Executive Committee*
DR. GEORGE M. PRICE, *Director.*
THE REPRESENTATIVES OF THE UNIONS
THE REPRESENTATIVES OF THE EMPLOYERS' ASSOCIATIONS

INDUSTRIES UNDER THE JURISDICTION OF THE BOARD

The Cloak, Suit, Skirt and Reefer
The Dress and Waist

FACTORIES UNDER CONTROL

Both Industries	3866
Cloak, Suit, Skirt and Reefer	2128
Dress and Waist	1738

WORKERS UNDER JURISDICTION

Both Industries	63162
Cloak, Suit, Skirt and Reefer	34083
Dress and Waist	29079

CONTRIBUTORS TO THE BOARD

Joint Board of the Cloak, Skirt and Reefer Makers' Union
Joint Board of the Ladies Waist and Dressmakers' Union

The Cloak, Suit and Skirt Manufacturers' Protective Association	284 Members
The American Cloak and Suit Manufacturers' Association	884 Members
The Dress and Waist Manufacturers' Association	175 Members
The Association of Dress Manufacturers, Inc.	475 Members
Independent Cloak and Suit Manufacturers	400
Independent Dress and Waist Manufacturers	420

The above figures are based on tabulation made during October and November, 1920.

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M.W.L. Aug. 11, '23

THE JOINT BOARD OF SANITARY CONTROL
TEN YEARS PROGRESS

On October 31st., 1920, the Board celebrated its Tenth Anniversary.

What led to the establishment of this institution? What are its basic principles? What new methods of inspection and principles of enforcement does it represent? What are its scope and functions? What has it accomplished during the last ten years? What progress has been achieved? What is its promise for the future?

I.

At the July, 1910 conferences held under the Chairmanship of Hon. Louis D. Brandeis, by the representatives of the associated manufacturers in the women's ready-to-wear cloak trade and the representatives of the organized workers, both sides admitted the existence of insanitary conditions in the work-shops of the industry, the inability of state labor legislation to improve conditions and the failure of the state factory administration to curb the "sweat-shop" evil. Recognizing the responsibility of the industry as a whole for the condition of its workshops, they proposed to introduce a system of sanitary self control.—They built better than they knew and enunciated new principles of industrial supervision and control.

When, at the beginning of the modern factory system, the inhumanity of the laissez-faire policy became apparent and the working conditions in factories became so horribly revolting that interference by the State was universally demanded, state labor legislation for the protection of the worker and the improvement of working conditions began to be introduced in most advanced industrial states, and year by year was increased in its scope and extent. However, it soon became apparent that the protection of the workers and the improvement of working conditions does not depend upon the character and number of laws put on the Statute books, but upon the laws actually enforced. Hence, in addition to the laws we saw the establishment and organization of factory inspection departments to enforce labor laws and to carry into effect the protective provisions of labor and factory legislation.

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Notwithstanding the large number of protective laws promulgated by national and state legislatures, and in spite of the efforts of state labor and factory departments to enforce these laws and to improve sanitary and other conditions in the workshops, it soon became evident that state labor legislation as well as state factory inspection and enforcement did not afford the workers the protection they need and did not abolish insanitary and sweat-shop conditions in the workshops. Indeed, these conditions, instead of improving, gradually became worse and involved frightful waste of health, sacrifice of life of the workers, and were full of dangers to the general public.

A solution of the sanitary problem in workshops and factories by the State alone, under present conditions, is impossible. All state labor legislation is necessarily based upon compromise. It is seldom based upon expert knowledge and is often enacted at the spur of the moment. It is frequently obscure, inadequate and futile.

State enactments likewise suffer from the fact that they necessarily embody but minimum demands, that they endeavor to cover various kinds of industries and an entire country or state. Such enactments cannot therefore be properly and equally applied to specific industrial needs or be determined by local requirements. State legislation is most often in the nature of the Ten Commandments, replete with "don'ts" and largely negative in character. Factory legislation is largely restrictive and prohibitive and factory inspection necessarily based upon compulsory enforcement and punitive administration.

State factory administration also suffers from inadequate appropriations, incompetent inspection and political appointment of officers, frequent administrative changes and the lack of established standards of inspection and enforcement.

These were some of the causes for the persistence of the insanitary conditions and so-called "sweat-shop" system that prevailed in the garment industries, for many decades, in spite of the many labor lays which were on the statute books of the State and the State Factory Inspection Departments. The failure of state labor legislation and factory inspection to improve sanitary conditions in workshops was freely admitted by the associated employers, by the organized workers in the garment trades, as well as by the general public.

It was clear to the representatives of the employers, the workers and the public at the conference that for the future progress in industrial betterment, no sole reliance may be placed upon either the employers, the state, or upon the workers themselves. A union of all industrial factors, a concerted action by all parts of the industry were needed before a radical and fundamental improvement could be achieved.

It was this realization that prompted the enunciation at that conference of the new principles of sanitary improvement and control. These may be summarized as follows:

That an industry is responsible for the conditions existing in its establishments.

That it is futile to expect improvement in industrial conditions by state legislation and enforcement.

That it is the duty of an industry to control, supervise and improve the sanitary conditions of its establishments without depending upon outside agents.

That the general public is directly and vitally interested in the sanitary conditions existing in an industry.

That decent sanitary conditions of the workshops is a debt which manufacturers owe to the public and to the workers.

That an efficient and permanent improvement in conditions of industrial establishments can be brought about only by the efforts and through the co-operation of the employers and the workers, and by the assistance of the public. In other words, by **Industrial Self Control.**

These then were the reasons for the establishment of the Joint Board of Sanitary Control in the garment industries and the new principles of industrial health control which its establishment meant.

The formulation of principles, however, was but a foundation upon which a new super-structure in progressive industrial investigation, legislation, inspection and enforcement was to be erected.

In order to know the conditions, in order to legislate for the industry, it was necessary first to make a thorough survey and a detailed investigation of the conditions of the workshops. Hence, a preliminary survey of the industry was the first work of the newly established Joint Board of Sanitary Control.

As soon as the investigation was completed and clearly showed the defects in the working conditions, the industry, through the representatives of the employers and the workers, was asked to establish new standards, rules and regulations, suitable for this industry and the peculiar conditions under which it is conducted. Hence, the Sanitary Standards established by the Board, by the recommendation of representatives of the industry, and their adoption by the whole industry.

The next problem that confronted the newly established Board was the need of a radical change in methods of factory inspection.

The Board revolutionized the methods of inspection. It substituted for the prevailing detective methods, educational and advisory visits by intelligent representatives. It substituted friendly shop visits and advisory interviews for sporadic police methods of swooping down upon factories and trying to detect employers in violations of the labor laws.

Advisory inspection does not antagonize the employer, is constructive and hence is not sporadic and unwelcome. It consists in personal interviews with employers, in efforts to advise them how to improve conditions in conferences with leaders of the employers as well as of the labor unions, and emphasizes the fact that inspection is a part of the industrial organization of the employers and workers themselves to improve their own conditions.

Enforcement of the standards is not **punitive** but is accomplished by moral suasion and educative methods.

What were then the achievements of the Joint Board of Sanitary Control?

When the Board was established work was done in small, overcrowded, ill lighted, badly ventilated, unsafe and insanitary workshops, mainly located on the East Side and in the central districts of the City. A very large part of the work was done in tenement houses, in sweat-shops, in the homes of the workers, by contractors, sub-contractors and sub-sub-contractors. There was no standardization of sanitary conditions in the trade. The larger and more enlightened employers had to compete with the vast horde of small manufacturers where working conditions were the worst.

A seasonal trade,—a trade requiring but little capital to start in it,—the workshops of the large number of small manufacturers were entirely inadequate to the demands of the work in the height of the season and entirely unfit for the purposes. Neither the Health Department nor the Labor Department knew of the existence of the majority of the shops in the industry, their mushroom growth and kaleidoscopic change being so rapid that no efficient supervision could be had by the Municipal or State authorities.

The fire dangers in the majority of the shops in the industry were extreme. Absence of fire escapes, inadequate fire escapes, flimsy fire escapes, improper exits, obstructed exits, overcrowding, wooden stairways, vertical ladders, over-stuffing of shops with inflammable materials, boxes, etc., and total ignorance by the workers of the exits or of what to do in case of panics,—presented a condition ripe with peril and pregnant with danger.

Dense ignorance of sanitary and health matters prevailed among the manufacturers and workers alike. Many of the petty competing manufacturers knew little and cared less for the improvement of sanitary conditions in their shops, or for insuring safety regulations. The workers themselves were ignorant of the first principles of personal hygiene and vere so dominated by the struggle for existence that they could not think of the necessity for humane conditions of their work places. They knew little and cared less for adequate light, for sufficient ventilation, for proper sanitary conditions or for safety regulations in the workshops in which they worked from time to time, changing rapidly from one place to another.

Tenement house work, sweat shop conditions and the miserable economic conditions of the workers contributed not only to economic poverty but poor health; and charitable institutions, dispensaries and hospitals of the city were obliged to take care of many diseased cloakmakers.

To introduce order into this chaos, to imbue the manufacturers with a more humane spirit and to teach them that industrial efficiency and sanitation go hand in hand together, to provide for the safety and safeguarding and fire protection of the shops in the industry, to set proper sanitary standards which should become the guiding rule throughout the whole trade, to

insure proper sanitary rules and regulations in the largest shops in the industry, to abolish tenement house, home work and sweat-shop work, to improve the health conditions of the workers and to teach them better rules of personal hygiene and self care;—these were some of the problems which confronted the Joint Board of Sanitary Control at the inception and organization of its activities.

II.

How did the Joint Board of Sanitary Control contribute to the solution of the problem of insanitary shops. What was accomplished during the last ten years?

After the preliminary survey of all the shops in the industry, a system of sanitary supervision of them was inaugurated which had been adhered to during the last ten years.

The sanitary supervision over the workshops consists in (1) annual and semi-annual inspections; (2) classification of the workshops; (3) district inspection; and (4) the close touch of the office with the employer and the workers of each shop in the industry.

The inspections are usually made during the months of January and February of the winter season and October and November of the fall season. The first general inspection, in January, 1911, showed 1243 shops in the Cloak and Suit Industry; the second semi-annual reinspection showed a larger number of shops inspected. With the inclusion of the Dress and Waist Industry in 1913, the number of shops under the jurisdiction of the Joint Board of Sanitary Control was increased by 700. Since that time the number of workshops in the two industries is gradually increasing until at the last semi-annual inspection in October and November, 1920, the combined number was 3866, divided as follows:—Cloak and Suit, 2128, and Dress and Waist 1738.

The sanitary inspection of the workshop is thorough and takes into consideration the safety, fire protection and sanitary conditions of the shop. After the inspection all the workshops in the industry are divided into four classes,—Class "A": those shops where no defects whatever were found; Class "B": where defects of minor consequence only were found; Class "C": where defects mainly in fire protection were discovered; and Class "D" those shops with a large number of defects.

After all the shops in the two industries are classified, the whole City is divided into a number of districts of from four to ten streets, and these districts placed under the supervision of an inspector. The inspector's duty then is to make repeated reinspections of the shops in his district, visiting "D" shops every week, if necessary; "C" shops every one or two weeks, and leaving the shops in "B" and "A" Classes, to be visited in his spare time, once a month, or as often as he may be able to reach them.

At the time of each inspection the inspector interviews the employer as well as the Shop Chairman, points out to them the defects which were noted in prior inspections and any new defects found, and urges them to remove those defects and thus advance the shop from Class "D" to "C" and to "B" and "A". At each inspection some defects are found to have been removed so that within a certain period the inspector remains with a small number of shops in which some important defects have not as yet been removed.

The important sanitary defects, to which attention is mostly paid are as follows:—Lights unshaded; absence of first aid kit; common cups used, common towels used, shops without dressing-rooms, shops where water-closet apartments are improperly separated or improperly screened, or not lighted, or are in bad condition; shops with dirty walls; shops with dirty floors; and shops without receptacles for rubbish.

At the last general inspection in October, there were found only the following percentage of shops with minor defects;—Lights unshaded 2.71 per cent.; no first aid kit 4 per cent.; common cups used, 3.33 per cent.; common towels used 2.19 per cent.; shops without dressing-rooms 0.46 per cent.; shops where water-closet apartments are improperly separated, 0.49 per cent.; shops where water-closet apartments are not lighted, 2.87 per cent.; shops where water-closets were dirty, 15.15 per cent.; shops with dirty walls, 10.13 per cent.; shops with dirty floors, 6.95 per cent.; shops with no receptacles for rubbish 1.11 per cent.

Those who know our industries and have had a close connection with the garment workshops prior to 1910 and at present, need not be told the almost miraculous improvement that had been gained in the sanitary improvement of these shops.

Whereas formerly the shops were located mostly in crowded East side tenements and lofts, they are at present distributed in the better loft districts in the middle of the city and in spacious shops in Brooklyn and Brownsville. All shops are lighted by electricity, most of them are heated by steam, all have introduced gas blower irons, where in olden times there were coal heated stoves and irons. A large number of factories have introduced electric irons, doing away with gas entirely. There are no foot power machines any more, all machines are worked by electricity, either individually or through shafts.

There is likewise a great change in the sanitary provisions made for the health and comfort of the workers. Comparatively very few shops have the toilet accommodations in the hall and practically none in the yard, whereas this was the case in the majority of workshops ten years ago. The toilet accommodations are of improved pattern and, as a rule, well lighted and ventilated and kept clean. There is no shop without proper washing facilities and the majority of the shops have been provided with dressing-rooms, likewise with rest or emergency rooms.

The Cloak and Suit or Dress and Waist shop of to-day is on an entirely different plane of sanitation than the old sweat-shop of ten years ago.

The progress in shop sanitation in our industries is, of course, not solely and entirely due to the efforts of the Joint Board of Sanitary Control. There has taken place a great awakening on the subject of sanitary improvement in industrial circles, during the last ten years. The State, the City and the public have become very much interested in how the factories, where goods are manufactured, are kept. Many laws were put on the statute books and increased inspection has become the rule. The employers, themselves, have likewise increased their efforts towards the improvement of conditions in their shops, while the workers have voiced their demands for better sanitary conditions in no uncertain language.

Nevertheless, we claim that the sanitary conditions in the two industries under the jurisdiction of the Joint Board of Sanitary Control are immeasurably better than in factories and workshops in other trades and industries in this City and elsewhere. Where other industries were only casually touched by sanitary progress, ours have undergone a veritable revolution in this re-

spect. Numerous inspections and reinspections by our institution, the education of the employer as well as the worker, and the industrial self control exercised by our Board have indeed borne fruit. There is no home work in our industries. There are no sweat-shops, in the sense that was applied to shops in tenement houses. There are no cellar or basement shops. The number of shops on the East Side is constantly diminishing. The general character of all the major sanitary defects, which were so often found during the first year's existence of the Board, has changed, leaving but few minor defects, which are inevitable in a large industry with 3,800 workshops and 85,000 workers.

III.

The most important change produced in the workshops of the industries during the last ten years, a change largely due to the efforts of the Joint Board of Sanitary Control, is the improved safety and fire protection of the factories in the trade.

The menacing fire hazards complained of and vividly described in our First Annual report, have gradually but surely disappeared. No longer have we loft buildings without fire escapes, or with fire escapes built without drop ladders, or ending in places from where exit is impossible. The stairways of lofts are, in the majority of cases, enclosed with fireproof partitions and every shop not provided with fire sprinklers is provisioned with fire fighting apparata.

Machinery and revolving shafts have been, in a large majority of workshops in our industries, fenced in and properly protected; halls are properly lighted and the general safety of the workers within the shops better guarded.

In safety, as in fire protection, the progress is also due to State and City authorities, although the major part of the progress belongs to the prolonged, repeated and constant efforts of the officers and inspectors of the Joint Board of Sanitary Control, who, from the first, paid their utmost attention to this phase of the hazards in the industries.

The Joint Board of Sanitary Control condemned a large number of lofts and other buildings which were too glaringly faulty in fire protection. It has compelled the employers to remove from these fire traps and move into approved certified lofts. It has insisted upon the State and City authorities remedy-

ing fire defects, improving the fire exits and otherwise compelling owners of buildings to make their houses reasonably safe and fire protected. Hundreds, perhaps thousands, of new fire escapes were put in on buildings due to pressure brought by the inspectors of the Board. Aisles within the shop have been widened, fire exits improved and left unobstructed, chemical extinguishers and fire pails ordered where needed, and general improvement in fire protection insisted upon during the entire time.

One of the most important achievements of the Joint Board of Sanitary Control has been a demonstration that State Factory Laws can be enforced, even when they seem impracticable. This refers to the Fire Drill Law. This law was enacted in 1913 and provides for the installation and maintenance of a monthly fire drill in every workshop of a certain character. The law, outside of our industry, is a dead letter. It is not enforced. It is neither applied to buildings, nor to the individual workshops. There are not 100 factories in the City, outside of ours, where proper fire drills are conducted.

In the Cloak and Suit, and especially in the Dress and Waist Industry, the Joint Board of Sanitary Control has succeeded in putting the whole industries practically under the protection of fire drill service. The Fire Drill Division of the Board has introduced and maintains fire drills in 1,468 shops in the City, employing over 75 per cent. of all the workers in the industries. Practically every factory in the Dress and Waist Industry and the majority of the large factories in the Cloak and Suit Industry is getting service from the Fire Drill Division.

The value of a fire drill in preventing panics is unquestionable. It has been proved over and over again. The fire drill acquaints each worker with each exit, to which he is directed during fire or panic. It divides all the workers into squads, each having been instructed to use a separate exit. It appoints officers for each squad and forms an organization which, after repeated rehearsals, is so well drilled that it is bound to save many lives during real fires or panics.

IV.

In our First Annual Report, in 1911, attention was drawn to the necessity of education and to the need of making education the cornerstone of the work of the Joint Board of Sanitary Control.

The success of the Board largely depended and depends upon its educational activities—its propaganda of the gospel of improved sanitation, and the value of this to the industry, to the shop owner and to the worker. Hence the educational activities were one of the main functions of the Board during the last ten years.

This education has been conducted by personal interviews by the inspectors, through sanitary certificates, through bulletins, journals, leaflets and other propaganda, through conferences with employers and leaders of workers, through lectures, through the press, through exhibitions and by every means available.

One of the reforms that has been introduced practically from the first year was the drawing of the workers themselves into conferences and making them responsible for unsanitary conditions within their workshops. The Shop Chairman and other members of the shops were appointed as Sanitary Shop Committees.

The inspectors endeavored to work out the improvement of the sanitary conditions in the shops. The difficulties of such undertaking are great because of the constantly changing personnel within each shop and for the reason of the general indifference of workers to matters of sanitation and health.

Sanitary education has been carried on simultaneously with health propaganda. The establishment and the building of the Union Health Center in the industry is the result of an intensive and extensive health education conducted within the last ten years and a monument to the awakened health consciousness of the workers. Who of the workers, ten years ago, thought of sanitary improvement in the shops? Who cared for light and ventilation? Who inquired about the fire protection of a factory? Who knew anything about fire drills or dreamed of the time that the workers would have, not only their own medical and dental service, but would actually begin to collect funds for a sanatorium of their own?

These things and many others have been accomplished. Their accomplishment was due to the Joint Board of Sanitary Control.

V.

Much as has already been accomplished, much more yet remains to be done. Eternal vigilance is not only the price of liberty, but also of safety and sanitation. The progress already made must be followed up if we desire a permanent improvement in the conditions of the industry and lasting benefits to all those who are concerned therein. In the field of sanitary endeavor as well as in the fire protection of the workshops in the two industries, we are far from perfection. A continuous and strenuous work must be done in order to retain the improvements already gained and to strive for yet greater gains. The problem of safeguarding the workers lives in the industry is too great to be content with the gains, however large, already made.

Unless the industrial sanitary self control which was exercised by the Joint Board of Sanitary Control during the last ten years is continued and constantly amplified, there is danger of the industry falling back to its evil days and retrogressing towards the old dangerous sweat-shop conditions. If the Board has justified its existence during the last ten years, its continued activities in the future must be guaranteed by the industry which has benefited by its service.

It is to be hoped that the confidence which the Board has enjoyed among the employers as well as among the workers, among the Employers' Associations as well as among the Labor Unions, and likewise among the general public, will be continued and the Joint Board of Sanitary Control be able to proceed with its old work, and with the extensions of its activities in the health field that are to be undertaken in the future.

THE WOMEN'S GARMENT INDUSTRY BEFORE 1910. THE STRIKE OF 1910—THE ESTABLISHMENT OF THE JOINT BOARD OF SANITARY CONTROL.

The Women's Garment Industry Before 1910:

The women's ready-to-wear garment industry began to develop in the early eighties of the century. Until that time there was very little manufacture of ready-to-wear cloaks, suits, skirts, dresses and waists. Only, after 1882, with the influx of a large number of Russian-Jewish tailors, was it possible for enterprising manufacturers to develop this branch of the garment industry, for this influx brought with itself a large quantity of skilled, cheap labor, which rapidly changed the methods of the women's outer garments' industry and rendered possible the development of the wholesale manufacture of these garments at a rate until that time impossible.

Not only were skilled tailors obtainable in large numbers among the Russian-Jewish and, later, among the Italian immigrants, but the large number of unskilled laborers at hand made it possible to divide the labor and to engage workers for making parts of garments, which do not require skill. Newly arrived immigrants were willing to pay from five to fifteen dollars for being taught the trade of cutter or presser, and, in addition, were ready to work from four to eight weeks without any pay whatever until they could earn a wage of five to eight dollars per week.

The capital invested by the manufacturer was very small, the operators had to buy and furnish their own sewing machines and the only outlay was for the few benches for cutters and the rental of the shop. Under such conditions the number of manufacturers grew until in 1890 they numbered some dozen of large shops, doing cutting without tailoring, and several hundred contractor shops doing the tailoring for the larger firms.

These factories were located on the East side, the larger shops on East Broadway, Division, Lispenard, Walker, and Canal Streets, and the contractors in the very heart of the Ghetto, in cellars, basements, rear parts of stores and tenement houses.

A large part of the manufacturing was carried on in shops, in kitchens and other rooms of the East side tenement houses, and not a few of the workers were women and children. Under these conditions, the so-called sweating system had full sway. Contracting and sub-contracting was the rule, home work was rampant, the workers were compelled to toil for exceptionally long hours, some times the whole night through, while the wages were as low as they could be made with the competition between the contractors, and between the older immigrants and the newly arrived immigrants within the shop.

At the time there could be no question as to the sanitary conditions in the industry. The cellars, basements, rear parts of stores and homes in the tenement houses were filthy and insanitary. Foot power machines only were used by the workers. Fire Protection in the tenements was unknown. Those shops not located in cellars and basements, were on the top floors of five or six story tenements. There were no toilet accommodations in the houses, these being, as a rule, in the form of school sinks in the yard; light and illumination was of the worst kind; no washing facilities or other sanitary conveniences were in the house; and most of the shops were used likewise as places for cooking, living and sleeping by a large group of unskilled immigrants who were only too glad to sleep on the bundles of goods which were worked up during the day.

These conditions, often described under the name of the "sweating system," were prevalent during the last two decades of the last century and were made the subject of many complaints, discussions and investigations by various committees of that period.

The workers themselves were not always content to work under such conditions and from time to time, individually and collectively, they endeavored to improve them, although, in the majority of cases, with no results. While the need

for improvement was great and the desire for it not less so, the workers were inexperienced in self defense and control and were unable to effect an efficient organization to fight the evils of the sweat-shop system and to put a curb to its further development.

As early as in 1883 there were some attempts to organize a Union among the Cloakmakers, and in 1885 there developed a general strike of the Cloakmakers against the half dozen of the larger employers and the several hundred of the contractors then in existence. In 1885, after the collapse of the general strike, there was again an attempt to organize the Cloak trade workers and on the 1st of May in 1890, there were about seven thousand cloakmakers in the Labor Parade of that day. In the same year a number of cloak firms locked out their workers and the ensuing struggle ended in a complete defeat of the Union at the end of August of that year.*

In spite of the feeble organization among the workers and the repeated loss of strikes instituted by their sporadic organizations, there was a progressive improvement in the conditions of the industry, each struggle leading to some slight betterment in labor conditions, either granted by the employers under duress, or gained by the workers because of their organization.

In 1890 there was the first attempt, made in Meyer Jonasson's cloak house, to manufacture garments within the shop. This was the first "inside" shop in the trade, Jonasson having declared his intention to abolish the contracting system in his factory. The Union was at that time suffering from internal troubles, due to the various contending elements within the organization. After another general strike was called and lost in 1894, and after the organization, later, of a United Brotherhood of Cloakmakers, there was called at last, in 1900, a Convention of the workers, to which representatives of other cities were invited and which resulted in the organization of the International Ladies' Garment Workers' Union, which has continued to this day.

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*For information of the early Unions I am indebted to the exceedingly interesting book in Yiddish by Abraham Rosenberg, former President of the International Ladies Garment Workers' Union, "The Cloakmakers and the Unions."

For another twenty years there was the same slow development of organization among the workers, with sporadic organizations among the employers, with frequent strikes at the beginning and lockouts at the end of seasons, with constant, though slow, improvement in labor conditions, steady rising wages, decrease of hours of labor and general improvement in the conditions of work. However, neither the outside contracting system, nor the subcontracting system inside the shops, nor the furnishing of machines by the operatives, nor the many other serious evils existing in the trade were abolished at the end of 1909. At this time there began to develop an agitation among the workers in preparation for a general strike in the whole industry, as it became evident to the workers that mass strikes in a number of shops, which were the rule hitherto, were bound to fail because of the large number of itinerant workers in the City who were recruited by the manufacturers as "scabs" during these strikes.

The Strike of 1910.

In 1910 the International Ladies Garment Workers' Union, after a year or so of discussion and preparation, at its general convention, decided to call a general strike in the Cloak, Suit and Skirt trade and elected a General Executive Board for the purpose of conducting the strike. At that time there already existed a strong organization consisting of about seventy-five large cloak manufacturers, organized under the name of "The Cloak, Suit and Skirt Manufacturers' Protective Association."

In all the many strikes occurring in the industry from early times until 1910, while there was a great deal of loose talk by the workers and the leaders about the sweating system, and while, during times of strike, incriminations of manufacturers because of insanitary conditions in the trade were frequent in the press, there was little or no demand on the part of the workers or leaders, in their statement of grievances, for better sanitary conditions in the shops of the industry.

There was, however, a general complaint against the industry. It was stigmatized as a "sweat-shop" trade, and it was significant that in the pledge signed by each member of the new, "Cloak, Suit and Skirt Manufacturers' Protective Association," (Paragraph "B",) each member pledged as follows:—

"That if insanitary conditions within his factory exist, he will to the utmost of his ability, seek to improve them." However, in the nineteen demands presented on July 5th, 1910, prior to the strike, by the International Ladies Garment Workers' Union, to the manufacturers, there was no mention of insanitary conditions, except in Paragraph 13, demanding that "no work shall be given to employees to be done at their homes." This was then the great evil, "the sweating system."

In the strike which soon followed, however, the insanitary conditions of the shops played a great role in newspaper agitation. That the members of the "Cloak, Suit and Skirt Manufacturers' Protective Association" felt the stigma of these accusations is proved by the fact that they induced "The Globe and Commercial Advertiser" of that day to make a thorough investigation of a number of their best shops, which led to the conclusion of the investigator that "no sweat-shops these, where cloakmakers toil." It is true of course that even at that time there were quite a number of factories belonging to the largest manufacturers which were in a fair sanitary condition.

The real importance of factory sanitation, however, as a problem of the industry, was presented at the conferences which were held by the representative employers and the Unions, under the Chairmanship of Louis D. Brandeis, and which took up the subject of insanitary shops at a special session of that conference, on July 29th, 1910. The discussion was introduced by Mr. Julius Henry Cohen, attorney for the Manufacturers' Association, in the following words:—

"May I say this, that in the published discussion of this strike, emphasis seems to have been laid upon the insanitary conditions in the industry, and the better class of manufacturers were very sensitive about that, because of the fact that they had been making earnest efforts to create sanitary conditions and had met considerable difficulties on the part of their employees. Now undoubtedly, in some of the shops of the cloak manufacturers insanitary conditions exist, and we have learned since these contracts have been signed up, that contracts have been signed with some manufacturers who, according to our standards, have insanitary shops, and we were rather astonished when the statement of grievances came to us that the sanitary conditions were eliminated as a grievance. In the statement of grievances there was nothing said about sanitary conditions. I was very glad, therefore, when Mr. London in making up the topic, included that for discussion here. Now, we are very much concerned about this question, because we have some pride in our industry, and we know that it is exceedingly difficult to observe sanitary conditions. I will suggest to my learned brother that he take under advisement with his people the proposition, that *both parties establish as a result of this conference a Board of Sanitary Supervision*, on which there shall be people representing

the Public who shall endeavor to establish a standard to which factories in this industry shall conform, and when that *Board of Sanitary Control* makes recommendations, we will legislate for our members on our side, so that no worker will work where these conditions do not exist, and no honorable cloak manufacturer will remain a member of our Association if he does not observe these conditions. I ask that you take that under advisement and give us your answer this afternoon."

These remarks by Mr. Cohen constituted the first concrete confession made by the employers to the effect that the insanitary workshops problem belonged to the industry, and Mr. Cohen's words were also, the **first constructive suggestion** given for the solution of this problem.

In the discussion that followed, Mr. Lennon, Mr. Schlesinger, Mr. Bisno and Mr Dyche of the Union took active part. Mr. Lennon said "there is a general necessity in the trade for decided reforms upon this question of sanitary shops, we want to establish by some means of co-operation between the members of the Union a condition of affairs that shall tend toward the respectability and manhood in the industry," and Mr. Schlesinger added that "it will be proved that the thousands and tens of thousands of people employed in our trade are working under the most insanitary conditions." "Unless", insisted Mr. Bisno, "the trade unions and the manufacturers co-operate for that purpose to maintain decent shops, the State and City authorities do not seem to be able to cope with this enormous problem, and I suggested to the members of the Union that they make this a vital point in their demands."

All this led to Mr. Julius Henry Cohen's summarizing his first suggestion of a Joint Board of Sanitary Supervision, which, as Mr. Cohen said, was "going to require efficient management, efficient skill, good inspection, and considerable expense, which the manufacturers as well as the workers are willing to bear."

The Joint Board of Sanitary Control:

The conference of the leaders of the employers' and workers' organizations, under the Chairmanship of Louis D. Brandeis, did not result, however, in an agreement, since their decisions were at that time rejected by the workers. There was, however, a later conference, through the efforts of Mr. Louis Marshall, who induced the contending parties to again come together, and a Protocol, which was the joint work of Julius Henry Cohen and Meyer London, the respective attorneys of the manufacturers' and the workers' organizations was again presented

and, finally, ratified by a referendum of the workers. This is known as the famous Protocol of 1910.

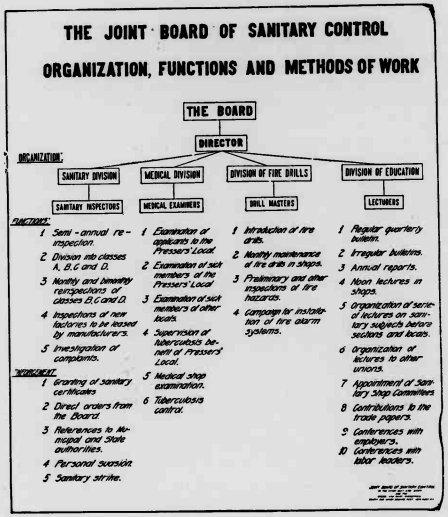
Article 15 of this Protocol contained the following clause:—"The parties hereby establish a Joint Board of Sanitary Control, to consist of seven (7) members, composed of two nominees of the manufacturers, two nominees of the Unions, and three who are to represent the public. Said Board is empowered to establish standards of sanitary conditions to which the Manufacturers and the Unions shall be committed, and the Manufacturers and the Unions obligate themselves to maintain such standards to the best of their ability and to the full extent of their power."

The selection of the representatives of the Public on the Joint Board of Sanitary Control was entrusted to attorneys, Louis Marshall, Julius Henry Cohen and Meyer London, who, after deliberation, selected the following: Dr. William Jay Schieffelin, Dr. Henry Moskowitz and Lillian D. Wald. The Cloak and Skirt Makers' Unions appointed as its representatives, Benjamin Schlesinger and George M. Price and the "Cloak, Suit and Skirt Manufacturers' Protective Association" selected Max Meyer and S. L. Silver.

On October 31st, 1910 the first meeting of the Board was held, the minutes of which were as follows:—

> "A meeting of the Joint Board of Sanitary Control was held at the City Club, Monday evening October 31st.
>
> There were present: Mr. Louis D. Brandeis, Mr. Hamilton Holt, Dr. William Jay Schieffelin, Dr. Henry Moskowitz, Mr. Max Meyer, Mr. S. L. Silver, Mr. Julius Henry Cohen, Mr. Meyer London, Mr. Eugene L. Lezinsky, and Dr. George M. Price. Miss Lillian D. Wald was unable to attend.
>
> After an informal discussion, the Board was organized and the following officers elected,—Dr. William Jay Schieffelin, Chairman, and Dr. Henry Moskowitz, Secretary.
>
> Motion carried that a Committee on Plan of Investigation be established to report to the next meeting of the Board,—the committee to consist of Dr. Price, as Chairman, Miss Wald and Mr. Silver.
>
> Motion carried that a Committee on Factory Law Enforcement be established, to consist of Miss Wald, Chairman, Dr. Price, and Mr. Meyer.
>
> The following resolution was carried: Resolved that the Unions and Manufacturers be both invited to submit suggestions for rules and regulations for the sanitary improvement of factories.
>
> The meeting adjourned at 11 o'clock until Monday, November 28th, at the residence of the Chairman."

At the next meeting of the Board, on November 28th., the Committee on Plan of Investigation presented a plan for a preliminary survey of the industry, which was adopted and a Com-



mittee on Investigation was appointed, consisting of Dr. Price, Miss Wald and Mr. Silver, to conduct the preliminary investigation and report to the Board. Thus began the work of the Joint Board of Sanitary Control in the Cloak and Suit Industry.

BRIEF REVIEW OF THE WORK OF THE JOINT BOARD OF SANITARY CONTROL YEAR BY YEAR

I.

THE FIRST YEAR—1911

Nineteen Hundred and Eleven, the first year of the existence of the Board, was devoted to investigation, setting of standards, elaboration of methods of control and enforcement and building a foundation for educational and health work.

Investigation:

The first investigation of the industry, made in January and February, was limited to the Cloak, Suit and Skirt shops, and embraced 1243 factories in Manhattan and Brooklyn Boroughs. The cost of the survey was about $1,500.00. In the preparation for the survey, as well as elaboration of the statistical data, expert assistance was received from Dr. Frederick L. Hoffman, Professor C. E. A. Winslow, Mr. E. L. Elliot, Dr. Dr. C. T. Graham-Rogers and others. A number of photographs of bad conditions in the shops were taken and later reprinted in the Annual Report. The investigation was made by an Investigating Committee, consisting of Dr. George M. Price, Lillian D. Wald, and Max Meyer.

Establishment of Sanitary Standards:

Soon after the completion of the general survey a number of sanitary standards were suggested to the Board; and by it referred to the industry. The Sanitary Standards adopted contained twenty-eight points and were established for the whole trade.

Permanent Organization of the Board:

After the Sanitary Standards had been established, a plan for a permanent organization of the Board, with an annual budget of $7,000.00 was submitted to the Manufacturers' Association and the Unions and was by them adopted. An Executive Committee was appointed consisting of Dr. Price and Mr. Max Meyer.

The Joint Board of Sanitary Control Staff in 1911

Medal Awarded to the Joint Board of Sanitary Control Exhibit at San Francisco 1915

Moving to New Quarters:

During the first investigation the Joint Board of Sanitary Control had its offices in a small front hall room in the Madison House, 216 Madison St. On May 1st. the Board moved its offices to a room in the Bible House on Eighth Street.

Second Semi-Annual Reinspection:

During August, 1911, the first complete reinspection of the industry was made. The investigation showed the existence of 1738 factories.

Methods of Enforcement:

From the beginning the members of the Board realized that it was necessary to make radical changes in the methods of enforcement of sanitary standards. The Board had no legal powers of enforcement, had no control over the employers except through their membership in the Association and through pressure brought to bear upon them by the Union. It was felt that the best method of enforcement would be one based upon education and moral suasion. A radical change was therefore made in the methods of inspection, the inspectors being instructed to interview manufacturers, to point out the defects found and to urge them, for their own protection, to have these defects remedied within a reasonable time.

As a rule, the inspectors were able to secure the correction of the majority of the sanitary defects found. In a number of cases recourse had to be had to letters from the office of the Board, to admonitions by the Employers' Association and threat of discipline, and in a few cases, notably 27, there were called "sanitary strikes" by the Union. The average duration of such strikes was a fraction over one week. None of these strikes was against any member of the Manufacturers' Association.

As a means of enforcement, the Board also issued Sanitary Certificates which were designed to strengthen the work of enforcement and were granted to manufacturers who fully conformed with the standards of the Board. These Sanitary Certificates, printed in pleasing design, were hung up in the offices of the respective shops and were greatly prized by the employers to whom they were granted.

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Educational Work:

During the first year the foundation was laid for intensive and extensive educational work by the Joint Board of Sanitary Control. The education was applied both to the employers and to the workers, and consisted in publication and distribution of special educational bulletins, frequent conferences with the Union leaders and representative manufacturers, lectures to the workers, noon lectures in factories, exhibition of photographs at meetings and outings of workers, articles in the trade press and the beginning of the organization of Sanitation Committees among the workers in the shops.

Special Investigation of Ventilation of the Cloak Shops:

Through the courtesy of the Labor Commissioner a special investigation was made of the ventilation of a number of cloak and suit shops. This investigation was made by Dr. C. T. Graham Rogers, with the aid of an assistant appointed by the Joint Board of Sanitary Control.

Fire Dangers in the Industry:

During the first investigation in January and February, the attention of the Board was drawn to the extreme fire dangers in the buildings of the industry. The results of the investigation showed that there were 63 buildings without any fire escapes, 236 buildings with no, or badly placed drop ladders, 150 in which openings to fire escapes were obstructed, and many shops with minor fire defects. In March, 1911, a complaint was sent to the Mayor, the Building, Fire and Police Departments, drawing the attention of these authorities to the dangerous conditions of the shops in the industry. The complaint was timely as proved by the terrible Triangle fire in the Asch Building, in which 146 workers perished and which led to the appointment by Governor Dix of the New York State Factory Commission.

First Annual Report:

In October, 1911, the First Annual Report was published and was given wide publicity. The report consisted of a 116 page pamphlet and gave a thorough digest of all the work done by the Board, all its standards, its methods of inspection and enforcement, with a thorough discussion of the industry, fire protection and sanitary conditions of the factories. It included

a special study of ventilation in the shops, a large number of photographs of insanitary conditions found by the inspectors and a discussion of labor laws and their enforcement in relation to the Cloak and Suit Industry.

Mass Meeting:

The year's educational work among the workers was reviewed at a mass meeting, held under the auspices of the Board, at Cooper Union, on December 22nd. 1910. This meeting was largely attended and was addressed by the Chairman and Secretary of the Board and representatives of the manufacturers and the Union, who explained the work of the Board.

II.

THE SECOND YEAR—1912

The foundations laid by the work of the Joint Board of Sanitary Control during the first year were built upon during its second year's existence. The constructive work of investigation, enforcement and education was continued with marked success.

Surveys:

The surveys of the shops in the industry which were made during February and September showed a sight increase in the number of shops and the number of workers, the former numbering 1888 and the latter 52,293. A marked improvement was shown in the conditions of the shops. Most of the improvements was in fire protection. Only 369 shops were found fully conforming with the standards of the Board. About 20 per cent. of the shops in the industry, employing 40 per cent. of the workers, were found safe and sanitary and were granted certificates.

By the time of the fourth inspection, September, 1912, 784 shops, employing 31,657 people, or 61 per cent. of all the workers, had been brought into the sanitary line. The number of shops with no fire escapes was reduced from 63 to 19, with no drop ladders from 236 to 21; the shops with doors opening IN from 1379 to 738.

Enforcement:

The enforcing power of the Board during the second year was much strengthened by the decision of the Cloak, Suit, and

Skirt Manufacturers' Association to make the possession of a Sanitary Certificate a condition of membership in the Association.

While during the first year, it was necessary to call 27 sanitary strikes, during the second year there was no provocation for calling sanitary strikes.

Educational:

In the educational field the work of the Board was continued. A number of special bulletins were issued and shop committees appointed by the inspectors. At the end of the second year nearly 400 shop committes, in as many shops, were in operation. Noon hour shop talks were given by the inspectors in many of the factories and a special course of lectures given in conjunction with the Board of Education in public schools. The trade journals of the manufacturers and the publications of the Union gave much space to the activities of the Board. The official organ of the Union reprinted the First Annual Report of the Board and published a large number of articles on sanitation.

Health Work:

During the first year of the work of the Board no attempt was made to make a physical examination of workers. However, in March and April, 1912, a physical examination of 800 workers in the trade was made by a corps of four physicians.

Tuberculosis Prevention:

In the fall of the year the Chairman of the Executive Committee presented a report to the Board drawing its attention to the need of extending the work of the Board to the care of the health of the workers and to the prevention of disease in general, and tuberculosis especially. He claimed that the elimination of tuberculous workers from the shops is the great problem of the industry and should be included in the scope of the work of the Joint Board of Sanitary Control. A proposition was made to induce the Employers' Association and the Union to introduce a physical examination of workers preliminary to their employment. The Board was favorable to the suggestion and authorized further inquiry and investigation into the subject.

During the latter part of 1911, Dr. Price, Chairman of the Executive Committee, was appointed as Director of Investigation of the New York State Factory Commission, appointed by Governor Dix, to make an inspection of factories in New York State. He occupied his post during 1912 but gave part of his time to the work of the Board.

During the spring the office was removed to 31 Union Square where the Board remained for nearly nine years.

III.
THE THIRD YEAR—1913

The third year is marked chiefly by the extension of the jurisdiction of the Board to the Dress and Waist Industry, with more than 700 shops and more than 36,000 workers, and by the organization of a Fire Drill Division.

Investigations:

Investigations of the shops showed decided improvement in the sanitary conditions as well as in fire protection. The fall and mid-winter investigations were continued with inspection of shops and enforcement of standards between these periods. By September, 1913, 1088 shops had been given Sanitary Certificates and 79 per cent. of all the workers employed were in certificated shops.

The First Survey of the Dress and Waist Industry:

The first investigation of the Dress and Waist Industry, made in March, showed the existence of 707 factories, employing 36,868 workers. This industry differed from the Cloak and Suit Industry in that a large proportion of the workers, about 77 per cent., were women, whereas in the Cloak and Suit Industry only about 23 per cent. were women.

The fire protection in the Dress and Waist Industry was found to be bad,—more than 50 per cent. of the workers were found to be employed above the sixth floor, a large number of buildings was found with faulty construction and defective in fire protection.

Appointment of Director:

In January, 1913, Dr. Price, who during the first two years was a member of the Board, as representative of the Cloak and Skirt Makers' Union, was appointed as Director of the Board with full executive powers.

Fire Drill Division:

During the legislative year of 1913, a Fire Drill Law was passed compelling all owners of shops in buildings, having twenty-five or more workers above the second story, to conduct a monthly fire drill. In order to enable the employers to comply with this law, the Board established a Fire Drill Division, with a squad of experienced drill masters, to introduce and maintain the drills in accordance with the requirements of the law. From early in October when the work of the Fire Drill Division began until the end of the year, fire drills were organized in 267 factories, most of these belonging to the members of the two Associations.

Budget:

The budget of the Board was fixed at $15,000.00, contributed to, two-thirds by the Cloak and Suit Industry and one-third by the Dress and Waist Industry, the contributions being equally divided between the employers' Associations and the Unions.

Award of Gold Medal:

During December the American Museum of Safety held an International Exhibit of Safety and Sanitation at the Grand Central Palace. An interesting exhibit was prepared by the Board for which it was awarded a gold medal.

Medical Work:

During the greater part of the summer of the year 1913 the Director of the Board was abroad, where he studied the problems of tuberculosis prevention and of factory inspection. Upon his return a Medical Clinic was established in offices adjoining the Board.

In April, 1913, Local 35, consisting of about 7,000 pressers in the Cloak and Suit trade, established a tuberculosis benefit, by taxing its members $1.00 per capita per annum, to help those members of the Local suffering from tuberculosis. At the same time the Local established a rule that all new applicants for admission to the Union must be examined and those suffering from active tuberculosis rejected. The medical examination of applicants as well as the examination of those suffering from tuberculosis, and their control, was entrusted to the office of the Joint Board of Sanitary Control. During the year about 1000 persons were examined.

Directory of Certificated Shops:

In May, 1913, the Board published a list of all those shops which had received Sanitary Certificates, in the form of a small, alphabetically arranged Directory.

IV.

THE FOURTH YEAR—1914

The outstanding features of the year 1914 in the history of the Joint Board of Sanitary Control was the intensive medical investigation of over 3,000 workers undertaken by the U. S. Public Health Service in co-operation with the Medical Division of the Board.

Inspections:

During this year there were made 9,667 sanitary inspections of factories in the industries and the shops were divided into four classes,—"A", "B", "C", "D".—In Class "A", the best shops, there were found nearly 1,000; there were about 1,000 in Class "B", 500 in Class "C", and about 50 in Class "D".

The inspection of structural fire dangers showed a continued improvement, while minor dangers were gradually being done away with.

Educational Activities:

The educational activities of the Board were continued; a large number of bulletins was issued, notably a Workers' Leaflet on Tuberculosis, and a number of lectures and talks was given by the Director and the inspectors.

Fire Drill Division:

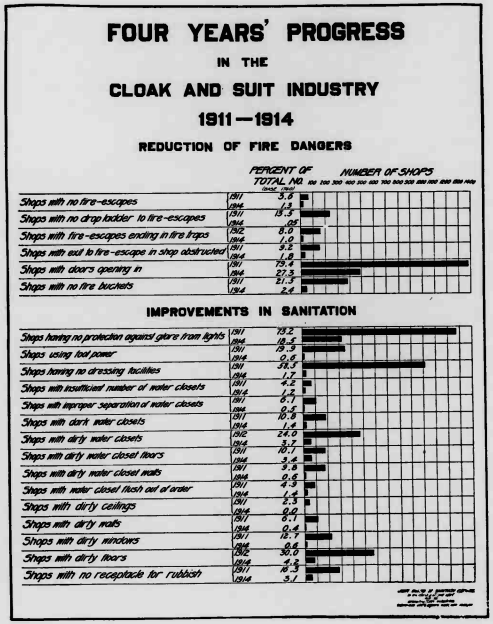
During this year the work of the Fire Drill Division was greatly extended.

Medical Division:

The work of the Medical Division was largely increased by the adoption of a sick benefit by members of Local 35. There were made during the year 4,480 physical examinations, of which 3,110 were made by the physicians of the U. S. Public Health Service.

Special Investigations:

Special investigations were made into lighting conditions of the shops, likewise as to the ventilation and to the presence of carbon-monoxide and other deleterious gases in the air of the shops.



Fourth Anniversary:

On October 31st. the Board celebrated its Fourth Anniversary by a dinner at the Aldine Club, at which there were present nearly one hundred leaders of the Employers' Associations and Labor Unions, and at which addresses were made by Dr. William Jay Schieffelin, Chairman of the Board, Commissioner of Health S. S. Goldwater, Fire Commissioner Adamson, Chief of the Bureau of Fire Prevention, Hammit, Morris Hillquit, Julius Henry Cohen, Meyer London, Lillian D. Wald, Hamilton Holt and others.

The Health Commissioner in his address said that **"The Joint Board of Sanitary Control** is an **unofficial Board of Health** of the industry," while Fire Commissioner Adamson said, "We consider your Board as a sort of **branch of the Fire Department."** William O. Thompson of the Industrial Relations Commission said that "the work of the Joint Board of Sanitary Control is one of the most fundamental things that has ever been undertaken by employer and employee".

V.

THE FIFTH YEAR—1915.

Sanitary Inspection Work:

There were made during the year 4288 sanitary inspections of factories, with 101 investigations of complaints made by workers. Considerable improvements were shown in the fire protection and sanitary conditions of shops, as noted in the table on Four Years' Progress in the Industry, published in the Annual Report of 1915:

Fire Drill Division:

The work of the Fire Drill Division was largely increased and included 322 establishments.

Educational Work:

The educational work was continued, its notable achievement being the publication of a Workers' Health Bulletin, of which 100,000 copies were issued in English, Yiddish and Italian.

In March of the year and then in December, two pamphlets were issued by the Board, one, a "Manufacturers' Bulletin on Fire Protection", the other on "Fire Hazards in Factory Buildings." These special reports gave a resumé of the gains in fire

protection in the industries during the last five years and a statement of fire hazards still existing in factory building in the City.

Medical Work:

During the year, Local 9 and Local 23 adopted tuberculosis benefits which were supervised by the Medical Division of the Board, which was greatly enlarged and to which were added the services of an oculist, a chest specialist and a dentist.

First Aid and Nursing Service:

An important development was made in organizing a First Aid and Nursing Service. The Dress and Waist Manufacturers' Association paid for the services of a trained nurse, appointed by the Board, and supervised by the Henry Street Nurses' Settlement. The functions of the nurse were to make monthly visits to the shops, instruct responsible employees in the use of first aid box and its contents, make a general inspection of the health conditions of the female workers and give such advice to them as proved necessary from time to time.

The First Aid Service put on the market a special first aid box suitable for the trade and organized the sale of first aid materials to manufacturers.

VI.

THE SIXTH YEAR—1916.

The year 1916 is notable through the fact of the survival of the Joint Board of Sanitary Control in spite of the abrogation of the Protocol between the Cloak, Suit and Skirt Manufacturers' Protective Association and the International Ladies Garment Workers' Union and the strike, which was after a certain time settled by the Mayor's Council of Conciliation in July, 1916. In the renewal agreement a clause was inserted similar to Article 15 of the Protocol, continuing the activities of the Joint Board of Sanitary Control and providing for joint contribution by the employers' and workers' organizations.

During this strike, when there was a possibility of disruption of the agreement between the Employers' Associations and the Unions, Health Commissioner S. S. Goldwater wrote to the "New Republic" that "the program of the Joint Board of Sanitary Control for the sanitary regulation of industry generally" is to-day the official program of the Department of Health and urged upon the trade to retain the Board which proved its efficiency under the Protocol.

Loft Certification Division:

During this year an attempt was made to establish a Loft Certification Division. The service was to consist of inspection of buildings into which owners of shops were to move or which they were to lease. The main purpose of the service was to induce manufacturers in the two industries to remove from buildings which are unsafe and move into safe and properly fire protected buildings.

Inspections:

The annual and semi-annual reinspections in the shops were continued. The number of shops in the two industries was found to be 2547, with a total of 73,985 workers.

Fire Drill Service:

The Fire Drill Service was largely increased by the action of the Cloak, Suit and Skirt Manufacturers' Protective Association and the Dress and Waist Manufacturers' Association, which compelled all their members to join the service. During the year drills were conducted in 771 factories with 41786 workers (or 56.7 per cent. of all the workers in the industries).

First Aid and Nursing Division:

The First Aid and Nursing Division continued to supply manufacturers with first aid boxes and kits, to instruct persons in the use of first aid kits and to make monthly inspections of the first aid boxes.

Educational:

Educational activities were continued on the same line as previously. A large number of lectures, noon talks, shop meetings, etc., were held.

Medical Work:

There were 7,226 persons examined in the Medical Clinic during the year.

VII.

THE SEVENTH YEAR — 1917.

Dental Clinic:

The establishment of a Dental Clinic on May 7th. was the most important new activity of the Board in 1917. The Clinic was equipped with three chairs, and an X'ray apparatus. It was established owing to a demand by the workers for a co-operative dental service and following the recommendation of the

U. S. Public Health Service whose physicians showed that at least 50 per cent. of the workers suffer from bad teeth and that most of them suffer from bad dentistry.

Diagnostic and Therapeutic Clinic:

During the same year, at the urgent demand of the Locals, a Diagnostic and Therapeutic Clinic was established in connection with the Medical Clinic, giving thorough diagnostic service by specialists and also treatment to members of the Union. The number of persons treated during the year was 3415.

Fire Prevention and Sanitary Inspection Work:

The fire prevention and sanitary inspection work continued and the Ladies Waist and Dressmakers' Union, Local 25, began to compel the independent manufacturers to introduce fire drills by our Fire Drill Division. The Fire Drill Division conducted drills in 769 shops with 41,786 workers. The sanitary inspections made during the year numbered 9,596.

Seventh Anniversary:

On the Seventh Anniversary of the Board, October 31st, a dinner was held at the Aldine Club. There were present at this dinner about one hundred leaders of the employers' and labor organizations with a number of representatives of the public.

VIII.

THE EIGHTH YEAR—1918.

All the activities of the Board were continued on the same lines as before.

Bulletin on Light and Illumination:

A special bulletin on Light and Illumination in Garment Shops was issued, and an expert illuminating engineer was appointed to give service to manufacturers for the improving of lighting in the shops.

Introduction of Tuberculosis Benefit:

At the Convention of the International Ladies Garment Workers' Union, held in Boston on May 20th., special reports on Union Benefits and of the Union Sanatorium Association were presented by the Director of the Board, urging the introduction of a tuberculosis benefit by the Union and the establishment of a sanatorium for afflicted Union members. The Convention adopted the tuberculosis benefit, taxing each member $1.00

per annum for its establishment and decided to establish a sanatorium for tuberculous workers. During the year ground was purchased at Otisville and a Charter obtained from the State Board of Charities.

Medical Work:

The Medical work during the year consisted of 5024 examinations.

Dental Work:

The Dental Clinic, established during 1917, continued its work and largely increased its service.

IX.

THE NINTH YEAR—1919.

The most important event of the year was the addition to the Joint Board of Sanitary Control of two new Associations,—the American Cloak and Suit Manufacturers' Association, with nearly 750 members, and the Association of Dress Manufacturers', Inc., with 450. These two new Employers' Associations have been formed after the strikes of 1919. During the same year Local 25, the Ladies Waist and Dressmakers' Union, succeeded in compelling 576 independent manufacturers to contribute to the support of the Joint Board of Sanitary Control.

Inspection Work:

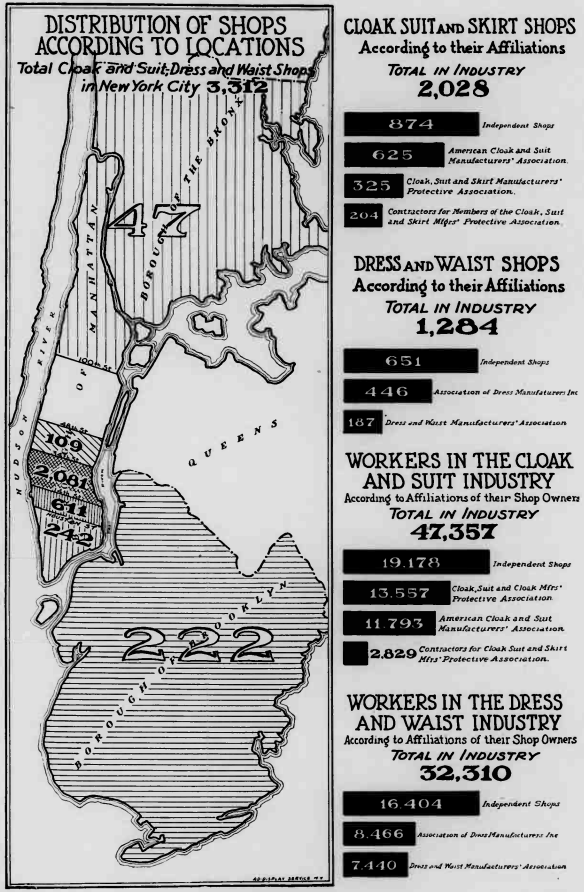
Owing to the general strikes in the Cloak and Suit and Dress and Waist Industries, which lasted practically from January to June, the inspection work of the Board was not extensive. However, during the first six months, there were made 4,140 inspections. During the second six months period, from July 1st. to December 31st. there were made 12,891 inspections. Practically every shop of the industries was covered once every month. There were also made during this period 692 inspections of the buildings in which shops were located with a special investigation of the fire defects found therein.

Fire Drill Service:

The Fire Drill Service was extended so as to include 1468 shops in the industries.

Nursing and First Aid Service:

The Nursing and First Aid Service made 1123 shop visits, 86 hospital visits, 57 home visits, and gave 62 talks in the shops.



Educational Work:

The educational work was generally extended by the appointment of several educational inspectors and a large number of special bulletins, calendars, leaflets and posters was distributed by the inspectors in the shops. During the last three months 108 lectures were given in the shops. A large number of Sanitation Committees was appointed and a number of classes were held to train members of Sanitation Committees in their duties.

Medical and Dental Divisions:

On May 1st. 1919, the Medical and Dental Divisions of the Joint Board of Sanitary Control were transferred to the Union Clinics Association consisting of a number of New York Locals of the International Ladies Garment Workers' Union. These locals have taken over all the assets and liabilities of the Medical and Dental Divisions and have since May 1st. 1919, conducted these services for the workers. During the year there were made at the Medical Offices 14,334 examinations. Nose, throat and ear and gastric clinics were added. The Dental Service gave 8,379 treatments to 1,497 persons and had an income of $12,542.68.

X.

THE TENTH YEAR—1920.

The outstanding event of the tenth year of the existence of the Board was the removal of the offices into the newly constructed **Union Health Center Building,** which was bought and reconstructed at an expense of $90,000.00, by six locals of the International Ladies Garment Workers' Union.

Sanitary Inspection:

The sanitary inspection of the shops was continued and 17,648 inspections were made during the year.

Fire Drill Service:

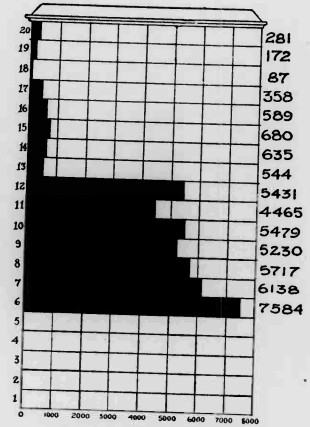
The Fire Drill Service covered 1,400 shops in which monthly drills were maintained.

Educational Work:

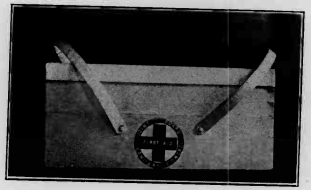
The educational work was continued along the same lines as in the previous years.

First Aid and Nursing:

The First Aid and Nursing Service made 1,679 shop visits, 266 home visits and gave 121 talks in the shops.



The accompanying cut shows the exact number of persons working on each story over the fifth in the shops in the two industries in 1919.



First Aid Box designed and manufactured by the Joint Board of Sanitary Control.

THE UNION HEALTH CENTER

This institution represents an investment of about $100,000., of which less than one-third covers the purchase price of the house. The balance was spent in construction, alteration and equipment.

The Medical Department.

Medical examinations were begun in 1912 and during the nine years since then 48,099 examinations were made. They were divided by the years as follows: 1912—800; 1913—1234; 1914—4547; 1915—4888; 1916—7226; 1917—3415; 1918—5024; 1919—14334; 1920—6631. The income of the Medical Department in 1920 was $6480.50; the expenses were $7991.64; with a deficit of $1511.14. At the Union Health Center the Medical Service expects to have an income and expense of about between $25,000.00 and $30,000.00 per annum.

Dental Department:

The Dental Service began May 7th. 1917 and during that year and the following three years gave 32,019 treatments divided as follows: 1917—3930; 1918—7327; 1919—8379; 1920—12383. During this period 4896 members of the Unions were treated.

The income and expenses of the Dental Department were as follows:—1917, Income, $4366.28, Expenditures, $5014.95; 1918, Income, $12,576.73; Expenditures $12,869.05; 1919, Income, $12,542.68; Expenses, $14,130.00; 1920, Income $28033.86, Expenses $26,843.63. During 1921 the Income and Expenses of the Dental Department will amount to between $40,000.00 and $45,000.00.

Lecture Room

THE BOARD.

The Joint Board of Sanitary Control consists of three representatives of the public, two representatives of each of the two Labor Unions, viz. the Joint Board of the Cloak, Skirt and Reefer Makers' Unions, and the Joint Board of the Ladies Waist and Dressmakers' Union, and two representatives from each of the Employers' Organizations.

Representatives of the Public:

The three representatives of the public have served for the full ten years' existence of the Board, and are:—Dr. William Jay Schieffelin, Chairman of the Board, Dr. Henry Moskowitz, Secretary, and Lillian D. Wald.

Representatives of the Cloak and Skirt Makers' Union:

The original representatives of the Cloak and Skirt Makers' Union in 1910 and 1911 were Benjamin Schlesinger and George M. Price. In the following years the following persons were representatives of the Union: Abraham Bisno, Isaac Hourwich, Abr. Rosenberg, Sidney Hillman, George Wishnak, Max Finkelstein, Phillip Kaplowitz, Solomon Metz, Morris Sigman, I. Feinberg, L. Langer, Louis Pinkawsky.

Representatives of the Ladies Waist and Dressmakers' Union:

The following served as representatives of the Ladies Waist and Dressmakers' Union during the ten years: Abraham Baroff, Solomon Polakoff, Elias Lieberman, Solomon Seidman, Max Jacobson, I. Schoenholtz, I. Horowitz, I. Hochman, and S. Haiman.

Representatives of the Employers' Associations:

In 1910 and 1911 the representatives of the Cloak, Suit and Skirt Manufacturers' Protective Association were Max Meyer and S. L. Silver; since then, the following have served: E. J. Wile, Arthur Wolf, Saul Singer and Morris Silberman.

The Dress and Waist Manufacturers' Association has been represented by the following: Samuel Floersheimer, J. J. Goldman, Morris Stern, Herbert Deutz, Sig Rosenthal and Morris Weiss.

Later when the Association of Dress Manufacturers and the American Cloak and Suit Manufacturers' Association joined the Board, they were represented,—the former by H. L. Flam and Louis Rubin,—the latter by Robert Greenky and Samuel Sternberg.

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Staff Dinner in 1921

Counsel:

The Counsel of the respective Association and the Unions represented in the Board were ex-officiary members of the Board. In 1910 they were Julius Henry Cohen and Meyer London. Since that time Morris Hillquit has represented the Union, while on the part of the Associations, the following have served: Mr. William Klein, Dr. Paul Abelson and Mr. Judson Campbell.

Staff:

The Director of the Board was appointed January 1st 1913 and has served since in the same capacity. During 1910, 1911 and 1912 he had charge of the investigations and executive work of the Board as representative of the Cloak and Skirt Makers' Union.

Mr. John T. Turner was the first inspector, assigned as Chief of the Inspecting Force, appointed in 1911 at the time of the selection of the inspectorial staff. He served faithfully and efficiently for the Board until his death in 1920.

Miss Beatrice A. Saal began her services with the Board on January 1st 1911 and is still the efficient and faithful Secretary of the Board.

Miss Louise B. Bottstein began her service with the Board in October, 1912, and is still with the Board.

Mr. Abraham J. Rosenblatt was appointed as inspector in March, 1912, and has been with the Board since that time, at present being in charge of the Fire Drill Division.

Mr. Joseph Deitch was appointed in the office in September, 1914, and is at present one of the inspectors of the Board.

FINANCIAL SUPPORT.

The first appropriation for the first investigation made by the Board at the beginning of 1911, was $2,000.00, contributed equally by the Cloak and Skirt Makers' Unions and the Cloak, Suit and Skirt Manufacturers' Protective Association. On the permanent organization of the Board in April, 1911, the budget of the Board was $7,000.00 equally contributed.

In 1913, with the joining of the Dress and Waist Industry, the budget of the Board was $15,000 as follows:— $5,000.00 each from the Employers and the Labor Union in the Cloak and Suit trade and $2,500.00 each from the Em-

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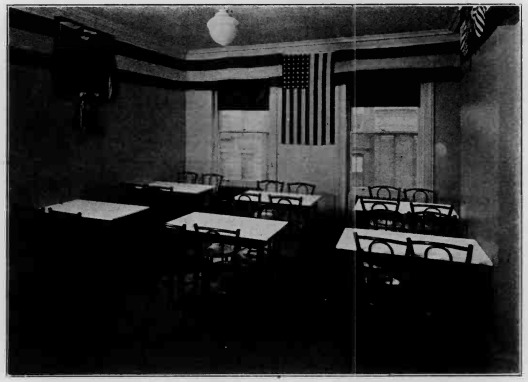

Lunch Room

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(1) No cellar or underground story, the ceiling of which is less than seven feet above the adjoining ground, may be used as a workshop.

(2) Workshops located in rear houses, attics or converted tenement houses must have a special permit from this Board.

(3) All machines and other appliances which are in use, must be placed so as to have sufficient natural or artificial light at all times, the Board to determine in individual cases in regard to all complaints concerning insufficient light.

(4) All lights must be so placed as not to glare in the eyes of the workers; they must be at a distance from the operative and well shaded.

(5) All shops should be properly aired during noon pauses by opening windows and doors. During the hot season in the summer there should be placed in the shop a sufficient number of electric fans for the purpose of ventilation.

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It is recommended that all owners of factories should introduce a nursing service in conjunction with the first aid medical service.

It is recommended that proper and sufficient lunch accommodations should be provided apart from the work benches and machines, the owner to be responsible for the cleanliness and sanitary condition of the lunch counter.

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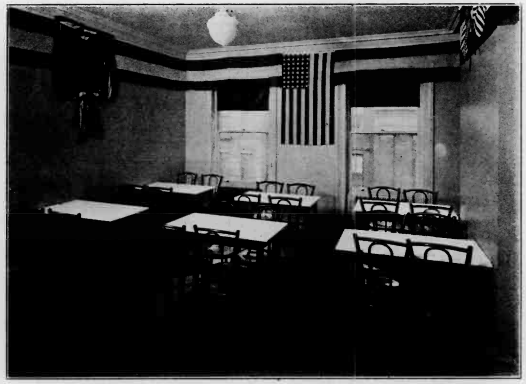

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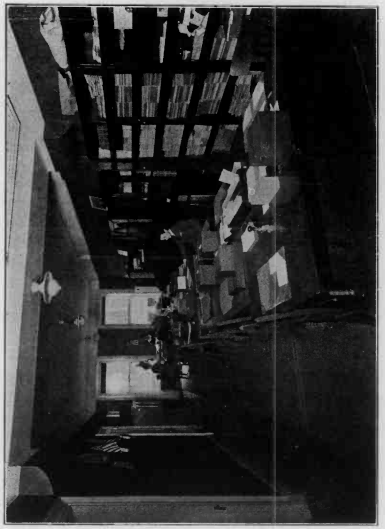

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Cooperative Health,
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AN INDUSTRIAL HEALTH CENTER
on a Cooperative, Self-Paying Basis

Owned, Constructed, Equipped and Managed
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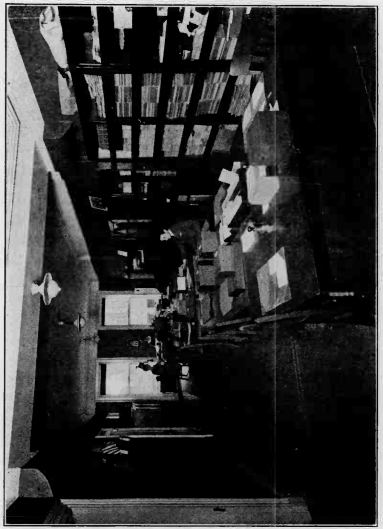

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Council and Dental Waiting Rooms

The Union Health Center is a direct offspring of the Joint Board of Sanitary Control. The Joint Board of Sanitary Control originally initiated, established, organized and financed the health, medical and dental services which have since come under the jurisdiction of the Union Health Center. Some of the health services began as early as 1912, in the second year of the existence of the Board, others were added later and the entire work was extended, amplified and increased in scope and function.

Health is a matter which preeminently concerns the workers themselves. When the extent of the various health activities established by the Joint Board of Sanitary Control greatly increased, these were transferred to the labor organization as represented by several New York Locals of the International Ladies' Garment Workers' Union.

The Union Health Center is owned, managed and financed by Local 1 (the Operators), Local 9 (the Tailors), Local 10 (the Cutters), Local 11 (Brownsville Cloakmakers), Local 23 (the Skirtmakers), Local 35 (the Pressers) and a few smaller locals of the Union. The combined membership of these locals ranges between thirty and thirty-five thousand. The service, however, is open to all the eighty-five thousand members from the International Ladies Garment Workers' Union in New York City.

The locals, above mentioned, purchased the building at 131 E. 17th Street and financed its reconstruction, alteration and equipment. The total cost and investment represents a capital of about $100,000. The Union Health Center is managed by a Board of Directors, consisting of one member of each of the six large locals owning it.

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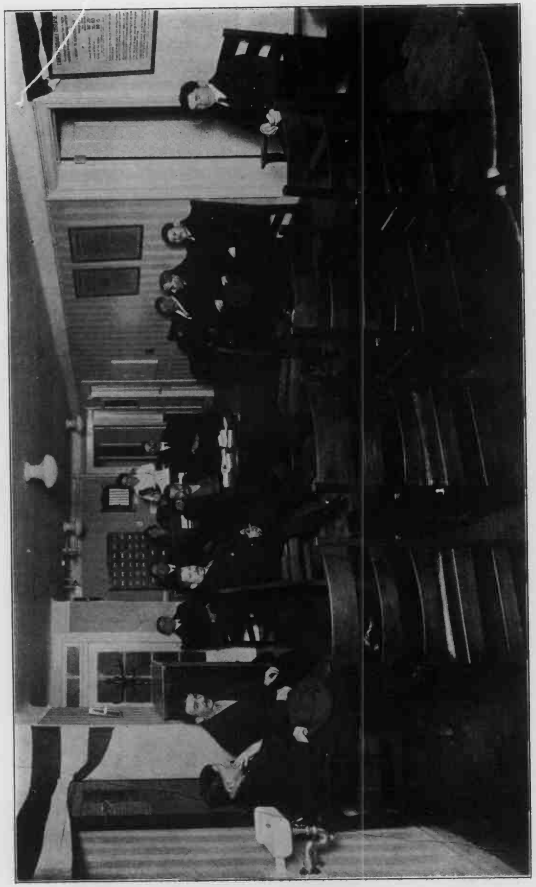


Medical Waiting Room

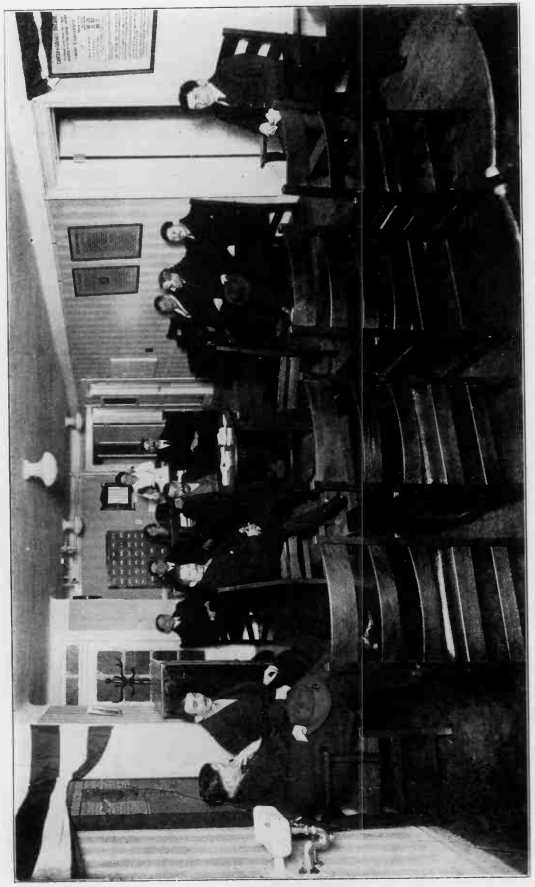
The **Union Health Center** is the first Center organized and functioning on Industrial lines. Unlike other Health Centers, which serve the districts they are located in, the Union Health Center serves the needs of the whole industry, or rather the labor organization of an industry, embracing 3,800 factories and workshops in New York City. The **Union Health Center** furnishes health, medical and dental services to the members of the New York Locals of the I. L. G. W. U. just as the medical and dental departments of large insurance companies or other large employers furnish such services to their workers.

Unlike, however, other industrial clinics, based upon welfare work and charity given by employers to their workers, the **Union Health Center** is on a cooperative, self-paying basis. The International Ladies Garment Workers' Union Locals furnish the premises and the organization, while the service itself, professional, or educational, together with all overhead expense, is paid for by those who are receiving the benefits of these services.

The **Union Health Center** is the first industrial, self-paying, cooperative, pay Health Center. Its functions are both preventive and curative. The emphasis of the Center is laid mainly upon preventive medicine and industrial hygiene. The aim of the Center is to teach the worker the precepts of right living and the conservation of health, to train him in the knowledge of how to make and how to keep his shop and his home sanitary and hygienic, to carry on a constant propaganda for periodic physical examinations, for proper diagnosis and early treatment of ailments, and for a general prolongation of life. Further, the Center seeks to supply the worker with the health information he desires and to serve him in health matters in every manner possible.

The curative medical and dental service is organized by the professional staff on a cooperative basis.

The Union Health Center aims to be the Health Department of a large labor organization. It aims to serve the labor organization in the same manner that the Municipal Health Department serves the City. The principle upon which it is based is that "IN SANITATION AND HEALTH AS WELL AS IN ECONOMICS, THE SALVATION OF THE WORKERS DEPENDS UPON THE WORKING CLASS ITSELF."



Medical Waiting Room

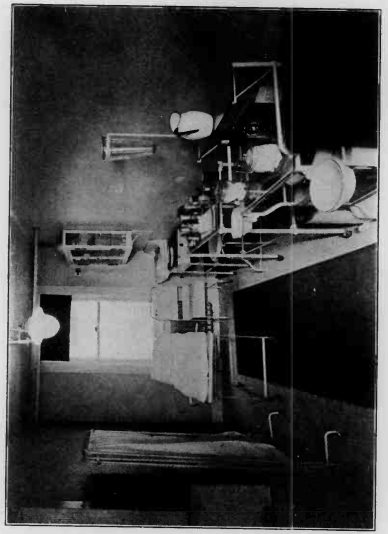
The **Union Health Center** is the first Center organized and functioning on Industrial lines. Unlike other Health Centers, which serve the districts they are located in, the Union Health Center serves the needs of the whole industry, or rather the labor organization of an industry, embracing 3,800 factories and workshops in New York City. The **Union Health Center** furnishes health, medical and dental services to the members of the New York Locals of the I. L. G. W. U. just as the medical and dental departments of large insurance companies or other large employers furnish such services to their workers.

Unlike, however, other industrial clinics, based upon welfare work and charity given by employers to their workers, the **Union Health Center** is on a cooperative, self-paying basis. The International Ladies Garment Workers' Union Locals furnish the premises and the organization, while the service itself, professional, or educational, together with all overhead expense, is paid for by those who are receiving the benefits of these services.

The **Union Health Center** is the first industrial, self-paying, cooperative, pay Health Center. Its functions are both preventive and curative. The emphasis of the Center is laid mainly upon preventive medicine and industrial hygiene. The aim of the Center is to teach the worker the precepts of right living and the conservation of health, to train him in the knowledge of how to make and how to keep his shop and his home sanitary and hygienic, to carry on a constant propaganda for periodic physical examinations, for proper diagnosis and early treatment of ailments, and for a general prolongation of life. Further, the Center seeks to supply the worker with the health information he desires and to serve him in health matters in every manner possible.

The curative medical and dental service is organized by the professional staff on a cooperative basis.

The Union Health Center aims to be the Health Department of a large labor organization. It aims to serve the labor organization in the same manner that the Municipal Health Department serves the City. The principle upon which it is based is that "IN SANITATION AND HEALTH AS WELL AS IN ECONOMICS, THE SALVATION OF THE WORKERS DEPENDS UPON THE WORKING CLASS ITSELF."



Medical Examination Room

HEALTH SERVICE.

The most important service of the Union Health Center is that which relates to health education, information, diagnosis and life prolongation.

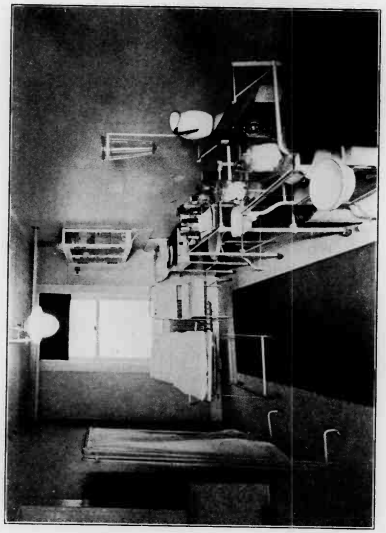
The Union Health Center provides thorough courses in first aid, personal hygiene, factory sanitation, etc., through classes, meetings, exhibits, etc., under the supervision of an Educational Supervisor.

Information on all health matters may be obtained at the Center. Arrangements are made for eye glasses, for major operations in hospitals, for admission to sanatoria, etc.

The **Diagnostic Clinic** serves those workers who seek proper information on all their bodily ills, and who are unable to pay the high fees charged by ordinary diagnostic clinics, or by high class specialists.

The **Life Extension** or Prolongation Service is organized for those who seek a thorough physical examination while they are well. A thorough physical examination by a number of physicians, supplemented by X'ray and laboratory examinations, is given for a nominal sum, sufficient only to pay the cost.

The Union Health Center offers the services of its pathological and X'ray laboratories to the members of the Union who wish special examinations,—urine, blood, etc., or those who need X'ray plates of different organs. All charges are based on cost.



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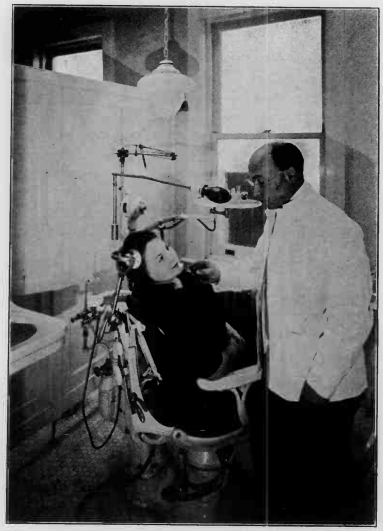


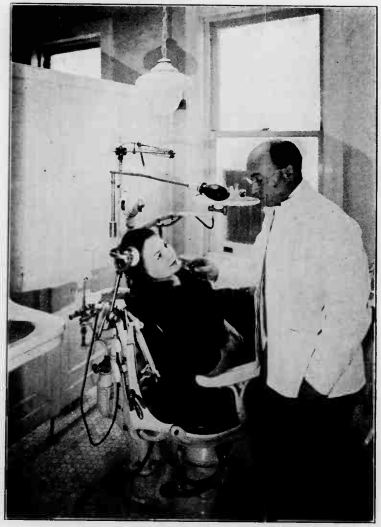
One of the Dental Rooms

HEALTH CONTROL

At the Union Health Center are examined all applicants of the New York Locals of the International Ladies Garment Workers' Union. A Health Certificate is demanded by the majority of the locals of the International of all candidates for membership in the Union. This examination must be passed before the worker is permitted to be employed in the shop. The examination is made in the Medical Division of the Health Center.

Candidates to the Locals, who suffer from acute infectious disease, communicable to their fellow workers, are excluded from membership, either temporarily or permanently, according to the nature of the disease. Persons suffering from tuberculosis in an active form, with positive sputa, are rejected. Persons suffering from fibroid phthisis or chronic tuberculosis are admitted as "non-benefit" members. Persons suffering from a disease which is temporary and curable, such as a ring-worm, etc., are referred to their family physicians for treatment and are accepted when cured.

Locals 3, 23, and 35, with a combined membership of about 15,000 persons, have a sick benefit. They tax each member $3.00 per annum and pay cash benefits during ten or twelve weeks. The certification for sick benefits, the examination of those entitled to the benefits, whether in the office or in their homes, is made by the physicians of the Union Health Center. No certificate from outside physicians is accepted by the Union for the paying of cash benefits.



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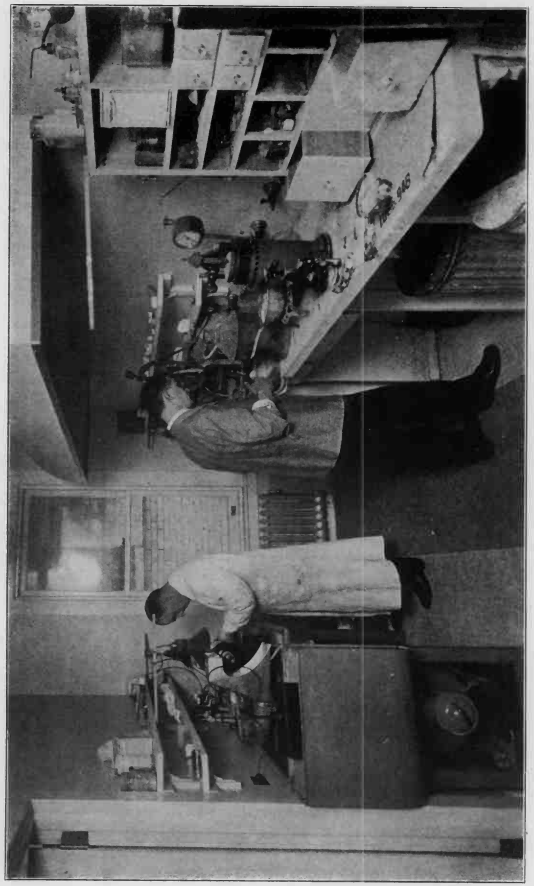


Dental Laboratory

GENERAL AND SPECIAL MEDICAL SERVICE.

General and Special Clinics:

The main purpose of the Union Health Center is health education and disease prevention. It was impossible, however, to limit the medical activities of the Union Health Center to preventive medicine alone, there being a distinct demand on the part of the workers for a therapeutic clinic.

The average worker cannot afford the cost of modern scientific medical consultation and treatment, nor is he always willing, or able, to avail himself of the services given in charitable dispensaries and clinics.

The Locals of the I. L. G. W. U. have therefore arranged with a number of high class, competent physicians to hold therapeutic clinics at the Center. These clinics are held daily from 11 A. M. to 1 P. M. and from 5 P. M. to 7 P. M. All classes of patients are accepted, thorough examination made and proper advice and treatment given.

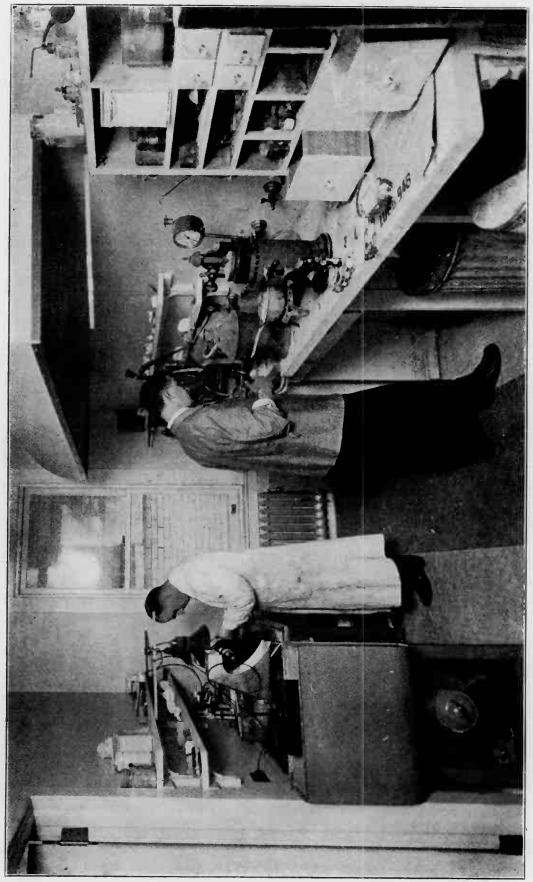
A number of special clinics are held in the following branches:—diseases of the nose, throat, and ears, diseases of the eyes, gastro-enterology, gynecology, podiatry, nervous and mental diseases, minor surgery, etc. Most of the special clinics are held during the evenings from 5 P. M. to 7 P. M. The clinics are attended by competent, graduate experienced physicians and specialists.

There is also a consulting board of prominent physicians.

Most of the Locals in New York City, representing a membership of about 35,000, have a tuberculosis benefit. They tax their members $1.00 per year for this benefit, which consists in a cash payment of about $300.00 to $500.00, or treatment at some sanatorium for a period of between ten and twenty weeks.

The examination of persons entitled to sick benefit, the supervision of the benefit, the control of the patients before and after they sojourn in the sanatorium, is a function of the Medical Division of the Union Health Center.

In 1917 the International Ladies Garment Workers' Union through its incorporated "Union Sanatorium Association", purchased a plot of 312 acres at Otisville where it is proposed to erect a sanatorium for tuberculous members of the organization. Owing to the high cost of building, during and after the war period, this project has been temporarily held in abeyance.



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A COOPERATIVE, SELF SUPPORTING, MODERN DENTAL SERVICE FOR MEMBERS OF THE I. L. G. W. U.

The United States Public Health Service, after a thorough physical examination of 3,110 workers in the Cloak and Suit and Dress and Waist Industries, has found that among these workers many were suffering from dental defects, some of these of a serious nature. The examination of nearly 50,000 workers in the Medical Division during the last ten years has likewise disclosed the fact that there are hardly 15% of all the workers who practice perfect oral hygiene and who are free from dental defects,—at least 50% suffer from serious dental defects,—while the other 35% suffer from milder dental defects, which, however, may still be of a nature to cause serious general ill health.

At the suggestion of the United States Public Health Service and at the demand of the rank and file of the workers, the New York Locals of the I. L. G. W. U. decided to arrange with competent dental physicians and surgeons for the establishing of a high class dental service on a co-operative, self-supporting basis.

The Dental Service was opened on May 7th, 1917 and has continued since then.

The main purpose of the Dental Service, like that of the Medical, is prophylactic, educational and preventive. Emphasis is laid on the need of periodical dental examination, the importance of oral hygiene, frequent prophylaxis and avoidance of unhygienic, fixed dental crown and bridge-work.

The equipment of the Dental Service of the Union Health Center consists of seven Ritter and S. S. White units with an X'ray apparatus, sterilization room, dental film developing room, and a spacious, fully equipped dental laboratory for mechanical work.

WORK DONE

All branches of operative and prosthetic dentistry are practiced. All work is done by appointment. The service is open from 10 A. M. to 8 P. M.

The Dental Service is in charge of a competent, experienced, graduate dentist, with a full time assistant, and several part time dentists who work during the late afternoon, during evening hours and on Saturdays.

X'ray films and plates are taken whenever indicated.

Root canal work is verified by frequent X'ray examination.

Removable bridge work and plates are made whenever restoration is required.

Root amputation and other surgical procedure is resorted to when indicated.

Extractions are made under conductive anaesthesia or gas, when necessary.

Dental Nurse's Room

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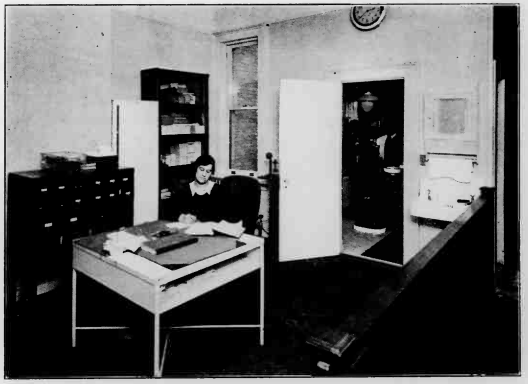

Dental Nurse's Room

The Dental X'Ray Department

FEES AND CHARGES.

The Medical and Dental Service of the Union Health Center is limited to the members of the International Ladies Garment Workers' Union.

The Medical and Dental Service of the Union Health Center is conducted on a cooperative, self-supporting basis, by the professional attendants, organized in medical and dental units.

No profits are made or are to be made by the Union Health Center or those connected with it. No salaries are paid for direction of these services. The Medical and Dental Service each pays to the Union Health Center a suitable rental for the premises occupied. Each service pays also for the nursing and other overhead charges.

All Medical and Dental Service is strictly on a self-paying basis. The members of the Locals pay for the service at cost.

The general basic fee in the Medical Service is $1.00 per visit. In the Dental the fees are according to the kind of work done, the time consumed, and the material used.

The fees paid to the members of the medical staff depend on the income of their departments. All overhead charges and a basic fee of $6.00 per period of one and a half hours are paid first. Whatever income the medical service brings in above these belongs to the physicians.

The dentists receive what the service brings in after all overhead charges are paid.

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